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Inventory of federal employment and human resources development measures in Canada

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Inventory of federal employment and human resources development measures in Canada

Inventory of
memoranda issued
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by the Government
of Canada

INTRODUCTION

In 1980, the process of restructuring Canada's labour market policies was begun with the establishment of Employment and Immigration Canada's Labour Market Development Task Force and the Parliamentary Task Force on Employment Opportunities for the 1980s.

Since then, much has been done to put a new framework of labour market policies into place. The cornerstone in this process was the National Training Program, set out under the National Training Act enacted in 1982. The major thrusts of the new Act are to ensure industry access to the skills required for expansion and to assist individuals to obtain the skills they need to be more productive and to compete in the labour market. It provides a framework for funds to be increasingly channelled into occupations of national importance through its main components: the National Institutional Training Program, General Industrial Training Program, Critical Trade Skills Training and Skills Growth Fund.

More recently, a new framework relating to direct job creation was announced in the context of the April 1983 federal budget. It involved consolidating twelve existing direct job creation programs into four.

The Career-Access Program and the Job Corps Program are intended to help workers acquire skills and experience; while the Canada Works Program and the Local Employment Assistance and Development Program help in job creation and maintaining skill levels.

These four new programs have assumed the commitments and obligations of their twelve predecessors, and also concern some new elements. They aim at creating short - as well as long-term employment opportunities and address employment problems of such groups as women, youth, disabled persons or Native Canadians who have special problems becoming established in the labour market.

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2. The figures noted above relate to the 1983-84 fiscal year with the exception of UI Job Creation, UI Training, UI Work Sharing and UI which operate on a calendar year basis.

3. The figures are not additive for two reasons. Those shown for a number of programs may also appear under other larger programs. In addition, some expenditures represent funds spent as part of the ongoing administrative budgets of departments. They are thus provided as an indication of the relative scope and magnitude of impact of the various measures.

Canada Works Program

Objectives: To create incremental productive employment opportunities for workers without employment in a time of cyclical downturn, in activities that support economic recovery and the development of social and community infrastructure.

Main provisions: The program is designed to create incremental, productive term employment for unemployed persons or for students during the summer months. The program supports projects proposed by organizations, businesses and individuals. Federal and provincial/territorial governments must designate one of these groups to sponsor their proposals. Eligible sponsors normally receive a contribution towards wages and wage-related costs of project employees as well as a contribution towards project overhead costs. The other method of payment uses the maintenance provisions available under Section 38 of the Unemployment Insurance Act. This provision allows participants to collect an enhanced U.I. benefit rate while working on the project. Projects are supported from 6 to 52 weeks.

Implemented by: Canada Employment and Immigration Commission

Funding: 1983-84 \$723.1 million (\$93.8 million being U.I.
(includes Funds)
Summer Canada Works) 1984-85 \$740.6 million (\$187.0 million being U.I. Funds)

Employment impact: 1983-84 232,795 total participants
(includes 70,861 female participants (estimated)
Summer Canada Works) 1984-85 200,493 total participants (estimated)
66,806 female participants (estimated)

SOURCE: Synopsis tables dated August 1st, 1984 for fiscal year 1983-84 and December 1st, 1984 for fiscal year 1984-85.

Program performance: New standards, productivity measures and revised management information systems in conjunction with the comprehensive Planning and Accountability Process is currently being implemented for this program. Performance indicators have been put into place to measure the effectiveness, efficiency and quality of service associated with program objectives, operations and delivery. By September 1985, a pre-evaluation assessment should be completed, with further plans for evaluation pending the results of this assessment.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

Local Employment Assistance and
Development Program (LEAD)

Objectives: To support long-term, community-based planning and employment development in slow growth regions and in communities where chronic high unemployment persists, by funding planning, infrastructure and enterprise projects and by establishing LEAD corporations.

Main provisions: LEAD corporations funding will enable selected communities to establish and operate local development corporations. These will invest in new and existing enterprises which create additional jobs. Funds are also available to provide expert advice and counselling for other local business projects with the potential to create additional jobs.

LEAD projects funding provides long or short-term support for the establishment of community-sponsored businesses or projects which will provide or lead to on-going employment within the local community.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$103.0 million
 1984-85 \$100.9 million

Employment impact: 1983-84 16,481 total participants
 5,933 female participants (estimated)
 1984-85 9,440 total participants (estimated)
 3,398 female participants (estimated)

Source: Synopsis tables dated August 1st, 1984 for fiscal year 1983-84 and December 1st, 1984 for fiscal year 1984-85.

Program performance: New standards, productivity measures and the revision to management information systems in conjunction with the comprehensive Planning and Accountability Process is currently being implemented for this program. Performance indicators have been put into place to measure the effectiveness, efficiency and quality of service associated with program objectives, operations and delivery. By September 1985, a pre-evaluation assessment should be completed, with further plans for evaluation pending the results of this assessment.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

Department of National Defence Youth Training
and Employment Program (YTEP)

Objectives:

- To deliver promptly 5,000 year-long jobs for young persons aged 17 to 25, within cost limits of \$75 million.
- To achieve defence improvements through enlargement of the pool of trained personnel where this objective is consistent with the first.
- To develop skills in program participants.

Main provisions: YTEP was authorized in the April 1983 budget. Its underlying assumption is that the structured, stable and supervised military environment provides excellent possibilities for the individual's development of work and life skills that have direct application elsewhere.

The jobs planned are distributed over some fifty-four military occupations or trades. Their pattern includes recruit and basic trades training to regular military standards, followed by a work assignment in the trade. The periods of training and work vary according to the particular trade specifications. They may be interrupted according to scheduling limitations that break up a logical progression, but a typical pattern would involve eight months of training followed by a four-month work assignment. The training is conducted in regular military schools, frequently for groups that combine YTEP and regular trainees. Work assignments are in regular units in Canada where meaningful work experience in the trade can be offered. The program offers opportunities for both sexes and in both languages. A significant number of Francophone candidates will receive English language training.

YTEP applicants are enrolled in the Supplementary Reserve for three years. Their first year is full-time service. The other two years involve only liability for call in case of emergency. The full-time service is as a private with the usual pay rates and service conditions, except that the individual or the service may terminate on thirty day's notice. After six months YTEP candidates are eligible for leave that must be completed during their full-time service. The entitlement is two days for each month of full-time service.

The above program became known as YTEP I in May 1984 with the approval of YTEP II. An additional \$8.5M from the Youth Opportunity Fund was allocated for delivery of an additional 500 person-years of job-creation in the current fiscal year. Individual terms would be for an average of six months. Training with direct application to the job market would be emphasized: basic trades training in a narrow range of trades, or training in a second language and driving. It was contemplated that 1,000 youths would be started. Plans were developed to recruit and start training of 1,200 persons. Implementation is not yet sufficiently advanced for a progress report.

Implemented by: Department of National Defence.

<u>Funding:</u>	<u>YTEP I</u>	<u>YTEP II</u>
1983-84:	\$50 million	
1984-85:	\$25 million	\$8.5 million

Employment impact: 5,000 person-years of employment in the 1983-85 period from YTEP I, plus an additional 500 person-years in 1984-5 from YTEP II.

Program performance: 5,207 persons actually started YTEP I in 1983-84. Of these 1,007 were women.

Source of information: Department of National Defence

Date of preparation: September, 1984

Opcan - Katimavik Youth Volunteer Service Program

Objectives: Katimavik is a personal development and education program which aims at preparing young Canadians aged 17 to 21 to contribute to a better quality of life in Canadian society by giving them the experience and the values associated with group life and volunteerism, the skills and experience of concrete volunteer work in projects of lasting value to Canadian communities, the knowledge and appreciation of Canada, of its environmental conditions, the opportunity to learn a second official language and an occasion to make choices about their future .

Main provisions: Katimavik is open to all Canadian citizens or landed immigrants between 17 and 21 years of age. Participants spend three months in each of three different locations in Canada working on community projects ranging from helping the disabled, the elderly or the very young to physical work projects such as construction, clearing underbrush and historic site restoration.

Projects are sponsored by community groups, recreation clubs, homes for the handicapped or the elderly, etc. Work must be worthwhile and satisfying to participants and provide a lasting contribution to the host community.

Projects must not take jobs away from members of the local labour force.

Participants receive \$1.00 per day as spending money, and \$1,000 upon completion of the program to assist in re-entering the job market or academic life.

An optional military experience on a Canadian Forces Base is offered to a limited number of participants for one trimester out of three.

Young people gain the opportunity to travel, to learn about Canada and Canadians and to work on a variety of community projects. Communities benefit from the volunteer work of the participants.

Implemented by: Department of the Secretary of State.

<u>Funding:</u>	1983-84	\$28.7 million
	1984-85	\$48.7 million

Employment impact: In the period from April 1, 1983 to March 31, 1985, over 7,000 young Canadians will have entered the Katimavik program.

Additionally, some 800-900 youthful group leaders and district co-ordinators will have been employed during that period to implement the program.

Program performance: Results from the Applied Sciences Corporation evaluation of the program for the Secretary of State of Canada (October 1981) show that Katimavik generated large benefits for the participants, the communities and the Government of Canada.

Source of information: Opcan - Katimavik, Communications Department, Montréal, Québec.

Date of preparation: August, 1984.

Regional Development Incentives Program (RDIP)

Objectives: To help realize the economic potential of regions and to improve regional economic balance in Canada through incentive grants and loan guarantees, particularly to the manufacturing industry. The major purpose has been to create and preserve jobs to produce lasting economic improvements in slow-growth areas, emphasizing higher skilled and better paying jobs.

Main provisions: Under this program, which was introduced in 1969 with the establishment of the Department of Regional Economic Expansion (DREE), authority was given to furnish financial incentives to industry to locate, expand, or modernize plants in regions specifically designated for the program.

Implemented by: Department of Industry, Trade and Commerce/Regional Economic Expansion.

Funding: 1983-84 \$205 million
 1984-85 \$102 million

Employment impact: It is estimated that from the inception of the program in 1969 until March 31, 1984, approximately 138,000 direct new jobs associated with completed projects have been created, while approximately 42,000 direct new jobs associated with active projects are expected to be created when those projects are completed. The number of direct jobs to be created in projects, for which offers were accepted in the last three years, is estimated as of March 31, 1984 as follows:

1981-82	12,443
1982-83	5,988
1983-84	6,962

Incentives accepted for the development of new facilities up to July 1983 (at which time the RDIP was subsumed by the new Industrial and Regional Development Program, see page 9) numbered 3,598. Expansions and modernizations totaled 3,830. The balance of project types (new product expansions and other combinations) brought the total to 8,249.

Program performance: In June 1980, the program was renewed for an additional three years up to 1984. In a 1977 report entitled "Living Together", the Economic Council of Canada judged the program as appearing to be "successful enough to be a paying proposition", with the value of the jobs created appearing to outweigh any "inefficiency in locating production inappropriately".

More than 90% of projects successfully complete their control periods. Based on a recent survey, these projects go on to generate at least 8% more jobs than were in existence at the end of their control periods.

Other comments: The RDIP was one of several programs which were subsumed by the new Industrial and Regional Development Program (IRDP). This occurred in July 1983. The 1984-85 funding of \$102 million shown above for RDIP is for the purpose of financing projects which were currently active at the time that the RDIP was replaced by the IRDP.

Source of information: Department of Regional Industrial Expansion

Date of revision: August, 1984

Industrial and Regional Development Program (IRDP)

Objectives: To promote regional industrial development through the support of private sector initiatives with particular emphasis on projects, industries and technologies with the greatest potential for economic return, sustained growth and international competitiveness.

Main provisions: The IRDP is the principal funded program of the Department of Regional Industrial Expansion and was introduced in July 1983. The program makes financial assistance available to business and non-profit organizations through grants, contributions, repayable contributions and, in selected and exceptional circumstances, participation loans and loan guarantees. A wide range of projects may be eligible for support under the IRDP including feasibility studies, product and process innovation, new plant establishment, modernization or expansion of existing plant facilities and infrastructure related to regional industrial development.

Types of applicants which are eligible for support under the IRDP are commercial operations, consisting of both manufacturing or processing and tourism operations, and non-profit organizations carrying on activities in support of commercial operations.

Implemented by: Department of Regional Industrial Expansion

Funding: 1984-85 \$312.6 million

Employment impact: From inception of the IRDP to March 31, 1984, a total of 381 offers of assistance were accepted under the program. The estimated number of jobs to be created and maintained through projects associated with these accepted offers totalled 8,688. Modernization/expansion projects accounted for a large portion of these jobs with approximately 60 percent of the total, followed by new facility projects at 22 percent and innovation projects at 12 percent.

Program performance: As indicated above, the inception of the IRDP took place in July 1983. Insufficient time has elapsed to permit evaluation of the program's performance to date.

Source of information: Department of Regional Industrial Expansion

Date of preparation: August, 1984

Summer Student Employment Initiatives

1984 Summer Student Employment Initiatives included DND Cadet and Reserve Training Programs, the RCMP Supernumerary Special Constables Program, Federal Internships and Projects, CECs for Students, National Internship Program and Summer Canada Works and Summer Career-Access. Summer Canada Works and Summer Career-Access are delivered by the Employment Development Branch.

Objectives: To increase the availability of full-time summer jobs for students and to support those jobs which will benefit the student's future entry into the permanent labour force.

Main provisions: In 1984, Summer Canada Works and Summer Career-Access operated from May to September and were administered in accordance with the terms and conditions of the Canada Works and Career-Access Programs, respectively. Summer Canada Works provided productive jobs which enabled participants to gain experience while working on projects sponsored by organizations, businesses or individuals. Eligible projects hired at least three students and were aimed at producing tangible goods or services of benefit to the public. Summer Career-Access is a wage subsidy program that provided internships for students in the public, private and non-profit sectors. The internships allowed students to test their knowledge in a work situation, develop career-related work skills and acquire the kind of work experience that will help them when they eventually make the move from school to work.

Implemented by: The Canada Employment and Immigration Commission and participating federal government departments.

<u>Funding:</u>	Summer Canada Works	Summer Career-Access
	1983 \$ 95.6 million	1983 \$15.6 million
	1984 \$139.7 million	1984 \$17.6 million

Summer Student Employment Initiatives
(Remainder - DND, RCMP, CECs for Students,
Native Internship Program)
1983 \$57.2 million
1984 \$44.4 million

Employment impact: Summer Canada Works
1983 43,672 total participants
26,902 female participants (estimated)
1984 53,218 total participants (estimated)
32,744 female participants (estimated)

Summer Career-Access

1983	5,678 total participants
	2,665 female participants (estimated)
1984	7,926 total participants (estimated)
	3,521 female participants (estimated)

Summer Student Employment Initiatives
(Remainder - DND, RCMP, CECs for Students, NIP)

1983	25,742 total participants (estimated)
	10,825 female participants (estimated)
1984	15,435 total participants (estimated)
	5,424 female participants (estimated)

Source: Synopsis tables dated August 1st, 1984 for 1983 and December 1st, 1984 for 1984 data.

Program performance: New standards, productivity measures and the revision to management information systems in conjunction with the comprehensive Planning and Accountability Process were implemented for this program. Performance indicators were put into place to measure the effectiveness, efficiency and quality of service associated with program objectives, operations and delivery. By September 1985, a pre-evaluation assessment should be completed with further plans for evaluation pending the results of this assessment.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

Note: As of this date, no summer programming is yet in place for 1985

Developmental Use of Unemployment Insurance Funds for Job Creation

Objectives: Section 38 of the Unemployment Insurance Act provides for the use of Unemployment Insurance funds to support a continuation of the skills of workers during lay-off periods. Employment opportunities created by the program must be productive and of value to the community.

Main provisions: To provide incentives to participate in the program, claimants are paid a supplement to regular U.I. benefits to bring the total remuneration up to the wage level of the work undertaken. The current maximum level is \$315.00 a week. Provincial participation (and in some cases, that of private sector sponsors) is encouraged to pay the administrative and other overhead costs of maintaining activities.

Funding*: 1983 \$106.7 million (actual expenditure)
 1984 \$189.0 million (expenditure ceiling)

Employment impact: 1983 42,420 participants
 1984 56,200 participants (projected)

Program performance: A recent evaluation of the program has indicated that this job creation approach was effective in developing projects that provide employment opportunities to people laid-off in hard-hit sectors such as forestry and mining. Workers retained their skills and projects generated outputs of value to communities. Findings of a cost/benefit analysis indicated that the program has been cost-effective.

Other comments: The program has been targeted to support employment activities aimed particularly at enhancing Canada's forest and fish resources. Most provincial governments have responded favourably to the program. Fisheries and Oceans as well as Canada's Forestry Service have provided complementary funding to offset project overhead costs in many cases.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

* Funding for this program is on a calendar year basis.

Career-Access Program

Objective: To stimulate the provision of employment opportunities through wage subsidies for those whose participation in the labour market may be facilitated or enhanced by such measures. These may generally be described as the disabled and those facing barriers to employment by reason of culture, background and by prolonged absence from the labour force who are experiencing difficulties gaining access to the regular labour market.

Main provisions: The program provides a wage subsidy to employers who hire people from these broad groups. The subsidy can last for up to 12 months and constitute up to 85% of the gross wages paid.

In December 1983 the National Voluntary Service, now renamed Voluntary Initiatives Program was introduced as an innovative element of Career-Access. This feature makes use of U.I. funds under Section 38 of the U.I. Act to enable U.I. recipients without immediate employment prospects to undertake useful and productive activity in the voluntary sector. This activity is intended to provide continuity and development of work skills for those who might otherwise undergo prolonged periods of unemployment. The implementation of the Voluntary Initiatives Program was announced on June 13, 1984.

Implemented by: Canada Employment and Immigration Commission

<u>Funding:</u>	1983-84	\$ 93.6 million
(includes Summer	1984-85	\$257.1 million
Career-Access)		(includes U.I. funds)

<u>Employment impact:</u>	1983-84	44,068 total participants
(includes Summer		15,721 female participants (estimated)
Career-Access)	1984-85	72,571 total participants (estimated)
		33,358 female participants (estimated)

Source: Synopsis tables dated August 1st, 1984 for fiscal year 1983-84 and December 1st, 1984 for fiscal year 1984-85.

Program performance: New standards, productivity measures and the revision to management information systems in conjunction with the comprehensive Planning and Accountability Process were implemented for this program. Performance indicators were put into place to measure the effectiveness, efficiency and quality of service associated with program objectives, operations and delivery. By September 1985, a pre-evaluation assessment should be completed, with further plans for evaluation pending the results of this assessment.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

Job Corps Program

Objective: To provide severely employment disadvantaged individuals with the necessary preparation and employment-related skills leading to labour market readiness.

Main provisions: Projects will provide one or a combination of job opportunities for participants and/or appropriate assessment of personal and career needs through counselling, training and other support services. This program is closely linked to the Career-Access Program and will provide special emphasis on disadvantaged youth during the first few years.

Implemented by: Canada Employment and Immigration Commission

Funding: 1983-84 \$ 32.6 million
 1984-85 \$ 40.9 million

Employment impact: 1983-84 2,804 total participants (estimated)
 1,262 female participants (estimated)
 1984-85 3,533 total participants (estimated)
 1,661 female participants (estimated)

Source: Synopsis tables dated August 1st, 1984 for fiscal year 1983-84 and December 1st, 1984 for fiscal year 1984-85.

Program performance: New standards, productivity measures and the revision to management information systems in conjunction with the comprehensive Planning and Accountability Process were implemented for this program. Performance indicators have been put into place to measure the effectiveness, efficiency and quality service associated with program objectives, operations and delivery. During 1985-86, a pre-evaluation assessment should be completed, with further plans for evaluation pending the results of this assessment.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January 1985

National Institutional Training

Canadian government involvement and participation in occupational training and retraining has existed for more than sixty years. The structure of the current program was established under the authority of the National Training Act of 1982.

Objective: To meet the skill needs of the Canadian labour market thereby improving the employment and earning potential of individual workers.

Main provisions: Training courses are purchased by the federal government from provincial vocational schools and colleges and private institutions.

1. Skill training: designed to provide the skills required in a trade that offers increased opportunity for employment or earnings;
2. Language training: designed for immigrants, or interprovincial migrants and Natives who cannot find employment because they do not have a sufficient knowledge of one of the official languages;
3. Basic training for skill development: designed to prepare adults so that they can undertake specific occupational training, or proceed to employment;
4. Job readiness training: designed to increase the employability of chronically unemployed workers, adults wishing to enter the labour force or facing serious barriers to employment and unable to benefit from other programs;
5. Work adjustment training: designed for disadvantaged persons who need to develop attitudes and behaviour that are consistent with labour market expectations;
6. Apprentice training: designed to provide apprentices with trade training which comes under provincial apprenticeship programs;
7. Occupational orientation: designed to provide practical experience in a variety of trades to assist in the selection of a trade.

This program also provides for income support for participants. Trainees who are eligible for unemployment insurance receive benefits while in training. Trainees not eligible for unemployment insurance may receive training allowances. The allowance rates are based on family and living circumstances. This income support may be supplemented by a weekly "Living-Away-from-Home-Allowance" of between \$45 to \$55 depending on place of residence. A Dependent Care Allowance to assist with the cost when such care is essential may also be paid to trainees. This allowance rate is \$50 per week for one dependent with increments of \$30 for a second dependent, \$20 each for the third and fourth dependents, and \$10 for others. Travel assistance is also available.

Funding: 1983-84 \$ 862.5 million
 1984-85 \$ 919.8 million (budgeted)

Employment impact: 1983-84 222,010 participants
 Women percentage of total participants: 27.8%
 Youth percentage of total participants: 45.1

 1984-85 213,378 participants (projected)
 Women percentage of total participants: 28.2%
 Youth percentage of total participants: 44.3%

Program performance: An evaluation study of the effectiveness of the Institutional Training Program components, Language, Basic Training for Skill Development (BTSD) and Skill training was published in 1984. The study was based on a follow-up survey of training participants twenty-four months after termination of training under the Training Program.

The evaluation results indicated that language training did facilitate the employment of trainees, the majority of whom indicated that language skills enabled them to obtain employment. However, an increase in the labour force withdrawal rate between the pre- and post-training periods indicated that, for some program participants, language training served a social and cultural need.

BTSD trainees showed significant improvements in employability; weekly wages, annual income and labour force status between the pre-and post-training periods. These gains, however, were based on very low pre-training levels. Completers recorded a better overall performance than discontinuants. Trainees who undertook BTSD and skill training achieved greater gains in employability and wages than those who took a single skill course.

The evaluation indicated that skill training was effective in increasing the post-training employability, earnings and labour force participation of trainees. Training in demand occupations produced higher wage levels and gains among participants as well as higher occupational retention.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Developmental Use of Unemployment Insurance
Funds for Training

Objectives: To provide a more productive alternative to certain Unemployment Insurance (UI) claimants while they are receiving income maintenance. Many individuals are unemployed because they lack appropriate job skills; they could benefit from occupational training or retraining while continuing to receive Unemployment Insurance Benefits.

Main provisions: Under this arrangement, UI eligible trainees on approved training courses receive their regular UI benefit rate while on institutional training. This approach leads to the more effective allocation of resources made available for the National Training Program. In most cases the claimant/trainee's entitlement to benefit is more than adequate to cover the period during training and job search period after training. For those whose entitlement is insufficient, there is an extension to cover the training period and maximum of six weeks' active job search afterwards, subject to a benefit period maximum of 104 weeks. This extension may be used for longer training courses, generally involving higher skills. The financing of these training provisions is based on the same principles as normal financing of regular unemployment insurance.

Implemented by: Canada Employment and Immigration Commission.

Funding*: 1983 \$225.8 million (actual expenditure)
 1984 \$275.0 million (expenditure ceiling)

Employment impact: 1983-84 127.1 participants
 1984-85 121.7 participants (projected)

Program performance: A longitudinal evaluation of the Institutional Training Program, based on a survey of trainees terminating training in 1978-79, indicated that trainees who received unemployment insurance while on training had higher absolute levels of employability. After training they maintained their higher absolute levels. These higher pre- and post-training levels reflect the stronger labour force attachment of those eligible for unemployment insurance. No significant relationship was detected between post-training gains in employability and earnings and type of income support (i.e. unemployment insurance benefits, training allowances) while on training.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

General Industrial Training (GIT)

Objectives: The objectives of General Industrial Training is to:

- . provide workers who have special needs, and other unemployed persons who lack marketable skills, with employment opportunities.

Main provisions: General Industrial Training is one of two main elements of the National Industrial Training program. It provides assistance to employers in meeting persistent skill shortages and offsetting the cost of retraining necessitated by technological or other changes, while at the same time helping them to develop and/or expand their training capacity and encouraging employers to accept responsibility for training. It allows for training of generally up to one year's duration to be provided either in a classroom setting, on-the-job, or both. The intention is to support training that would not otherwise occur. The federal government may enter into a contract with an employer or reimburse training costs and a portion of the trainee wages after a training plan has been approved by the federal and provincial authorities on training priorities and course content respectively.

Implemented by: Canada Employment and Immigration Commission in consultation with the Provincial Governments.

Funding: 1983-84 \$80.7 million (actual expenditures)
 1984-85 \$95.3 million (allocation)

Employment impact: 1983-84 42,452 participants
 Women percentage of total participants: 24.0%
 Youth percentage of total participants: 36.2%

 1984-85 40,219 participants (projected)
 Women percentage of total participants: 24.4%
 Youth percentage of total participants: 36.6%

Program performance: An interim evaluation study of the Industrial Training Program was completed in 1981. This study was based on data obtained from a 12-month follow-up survey on participating trainees and employers. The results indicated that there was a significant impact on the post-training earnings and employability of unemployed and special needs participants and a minimal impact on employed trainees. However, only a relatively small proportion of the training occurred in clearly identified shortage occupations. A significant portion of the training would have occurred in the absence of the program.

An evaluation based on a 24-month follow-up survey of trainees was completed in 1983. This study examined the longer-term effects of industrial training in terms of the employability and wage gains, and occupational retention of trainees. The findings generally supported those of the 12-month follow-up survey. Occupational retention rates tended to deteriorate between the first and the second post-training years.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Critical Trade Skills Training (CTST)

Objectives: To put into place a continuing training capacity to deal with persistent and critical shortages in higher-skill occupations.

Main provisions: This is the second of two main elements of the National Industrial Training program. It focusses on training that is more complex and that takes longer than that provided for under General Industrial Training. Provision is made for direct financial assistance to industry, to cover training costs and wage support to help meet the higher expenses incurred during a maximum of two years of the four- and five-year training period required in selected high-skill occupations.

Implemented by: Canada Employment and Immigration Commission in cooperation with Provincial Governments.

Funding: 1983-84 \$50.5 million (actual expenditures)
 1984-85 \$80.5 million (allocation)

Employment impact: 1983-84 16,703 participants
 Women percentage of total participants: 4.2%
 Youth percentage of total participants: 38.9%

 1984-85 16,842 participants
 Women percentage of total participants: 4.2%
 Youth percentage of total participants: 38.1%

Program performance: An evaluation assessment report (preliminary planning report prior to evaluation) has been prepared for consideration by Senior Management and an evaluation is tentatively scheduled for completion in early 1985.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Women in Non-traditional Occupations (WINTO)

Objectives: To assist women to enter occupations traditionally dominated by men and assist employers in meeting future labour market demands for trade skills.

Main provisions: The National Industrial Training Program includes a special incentive which provides 75 per cent reimbursement of wages, plus up to 100 per cent of direct training costs to employers who train women in non-traditional occupations, which are defined as those occupations in which women form 10 per cent or less of the work force*. Examples of these occupations are: aircraft fabricating and assembly personnel, engineering technologists, transport equipment operators, precision and instrument mechanics, electrical equipment installers/repairers, petroleum process workers, and numerical control tool programmers.

Implemented by: Canada Employment and Immigration Commission in consultation with Provincial Governments.

Funding: 1983-84 \$10.0 million (contracted cost) GIT+CTST
 1984-85 (no special funding identified)

Employment impact: 1983-84 1,965 trainees starts (actual) GIT+CTST
 1984-85 2,268 trainees starts (projected) GIT+CTST

Program performance: Program data indicate that in 1981-82, 12 per cent women in the General Industrial Training program were classified in non-traditional occupations, compared with 17 per cent in 1983-84. The special incentive rate (75%) for training women in non-traditional occupations has been extended to employers under the Critical Trade Skills Training element as well as the GIT element. No evaluation study has been undertaken on WINTO.

Source of information: Canada Employment and Immigration Commission

Date of revision: January 1985

* Effective October 1, 1984, the definition of a non-traditional occupation was amended to read "an occupation in which 33 1/3% or less of the workers in that occupation were female."

Skills Growth Fund (SGF)

Objectives: To stimulate increases in capacity for institutional skill development, principally in designated national occupations, and for adults with special training needs, in any occupation in demand.

Main provisions: This initiative was introduced in the fall of 1982. The Fund pays for:

- capital expenditures for buildings, equipment, and machinery up to \$40,000 per training place;
- initial operating costs for new courses at a rate of 75% of net operating expenditures;
- course development costs at a rate of 50% of expenditures over \$50,000 (80% in the case of non-profit organizations set up to provide training for persons with special training needs);
- in the case of non-profit organizations which need such assistance, project proposal development costs of up to \$50,000 per project.

Projects must develop training capacity in nationally designated occupations or for target groups.

Implemented by: Canada Employment and Immigration Commission in co-operation with Provincial Governments and non-profit organizations.

Funding: 1983-84 \$ 36.8 million (actual expenditure)
 1984-85 \$114.4 million (allocation)

Employment impact: Not applicable.

Program performance: An evaluation assessment has been completed and a study is tentatively scheduled for completion by mid-1985.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

International Exchange Programs

Objective: To expose Canadian and foreign post-secondary students and young workers to working conditions, the values and ways of life in the host country and generally to foster a better understanding and appreciation of Canada and foreign countries among young people.

Main provisions: The participants must:

- be citizens of the countries in which they reside;
- be between 18 and 30 years of age;
- possess an adequate knowledge of the language of the host country; and
- meet the academic and other specific requirements of the movement under which they participate.

The International Exchange Programs are administered under the umbrella of bilateral, cultural and trade agreements with foreign countries. Marketing boards, cultural associations, foreign diplomatic missions, universities, provincial governments, student associations, associations of university teachers, international exchange associations and foreign counterparts act as sponsoring organizations.

Implemented by: Canada Employment and Immigration Commission in collaboration with External Affairs and other federal departments.

Funding: 1983-84 \$0.2 million
 1984-85 \$0.2 million (estimated)

Employment impact: 1983-84 4,400 Canadian participants
 1984-85 5,000 Canadian participants

Program performance: Not available.

Source of information: Canada Employment and Immigration Commission

Date of preparation: January, 1985

Youth Training Option

Objective: A pilot program designed to provide a structured transition from school to work for unemployed youth, 17 to 21 years old, who have not graduated from a post-secondary institution. The program is designed to provide young men and women with a combination of initial employment orientation, work skills training and direct work experience to give them both the skills and the experience necessary to successfully enter the labour market.

Main provisions: Managing coordinators, primarily from the private sector, will develop training plans which combine training in a variety of basic job skills with direct experience in the work place. Managing coordinators will contract with training place hosts who will provide the work experience portion of the training, as well as the necessary supervision and support for trainees. Trainees will be selected by the managing coordinator, who will be involved in a contractual arrangement with CEIC to deliver an approved training plan. Trainees will receive an allowance or, if eligible, their U.I. benefits. They may also be eligible for dependant care and travel support.

The program began operation in December 1984.

Implemented by: Canada Employment and Immigration Commission.

Funding: \$27.0 million (of which \$2.0 million will come from the UI fund) over fiscal years 1984-85 and 1985-86.

Employment impact: 1984-85 3,000 - 4,000 participants (projected)

Program performance: Not available.

Source of information: Canada Employment and Immigration Commission

Date of preparation: December, 1984

Modified Industry and Labour Adjustment Program (MILAP)

Objectives: To provide special labour adjustment measures to designated communities and workers adversely affected by the decline of permanent jobs in their labour markets. MILAP replaces the earlier Industry and Labour Adjustment Program.

Main provisions: The labour adjustment program elements that could be delivered in a designated community are described below:

- Increased training course purchases to enable workers to qualify for newly created local jobs and increase their chances of obtaining new jobs elsewhere.
- Increased mobility assistance to assist laid-off workers to relocate under the Canada Mobility Program and additional support for the relocation of workers covered by Mobility Incentives Agreements.
- Career-Access providing wage subsidies to assist permanently laid-off workers 45 years of age and older in finding employment.
- Increased levels of Canada Works projects for short-term job creation to cushion the initial blow of layoffs.
- The immediate establishment of a Community Adjustment Committee in each designated area for up to a two-year period to provide a coordinating mechanism for local participation in the adjustment process and in program delivery by the responsible federal departments.
- Labour Adjustment Benefits (LAB) to provide "last resort" financial assistance to laid-off older workers, in the key industry or industries in the community, who cannot take advantage of other programs to rejoin the labour force.

Implemented by: Canada Employment and Immigration Commission and Labour Canada.

Funding: \$43 million is available over a two-year period beginning with the 1984-85 fiscal year.

Employment impact: On June 21, 1984, nine community areas have been designated under MILAP. They are: Labrador City/Wabush and Corner Brook in Newfoundland; Gagnon/Fermont/Sept-Iles/Port-Cartier/Schefferville, Asbestos, Thetford Mines and Murdochville/Grande Vallée in Quebec; and Nelson, Salmon Arm and the West Coast Fishery communities in British Columbia. An estimated 13,000 laid-off workers from these communities are eligible to benefit from the program.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

Developmental Use of Unemployment Insurance Funds for Work Sharing

Objectives:

- To avert layoffs arising from a temporary work shortage;
- To cushion the impact of an anticipated permanent layoff and facilitate human resource adjustments by using, for example, training, mobility and placement initiatives.

Main provisions: When it is necessary to temporarily reduce output, employers may agree to reduce the weekly hours of work for all employees in a work-sharing unit in order to avert the lay-off of some of them. Workers participating in work sharing receive employment income for days worked and work-sharing benefits for non-working days. The work reduction must be not less than 10% nor more than 60%. The initial agreement may be for not less than six weeks nor more than 26 weeks, with an extension of up to 38 weeks.

Training on Work Sharing days is also available to those employees who wish to upgrade their skills to meet the demands of technological or structural changes or to increase their opportunities for re-employment.

Work Sharing is also available, on a pilot project basis, to firms which are facing permanent layoffs. These pilot projects, which may last for up to 50 weeks, may be accompanied by an Industrial Adjustment Committee composed of representatives of management and labour, to assist in the adjustment process.

The following characteristics distinguish work sharing from regular unemployment insurance:

- The duration of entitlement to UI benefits is independent of the duration of entitlement to work sharing benefits. This means that an individual who is laid off following a period of work sharing would receive full entitlement to regular UI benefits rather than having the entitlement reduced by the weeks on work sharing.
- No waiting period is applied in the case of work sharing.
- The period of benefit entitlement itself is different for the two programs.

The main similarities between work sharing and regular unemployment insurance are the employee qualification criteria and the basic method of determining the level of benefits. Administration and program financing are also the same.

Implemented by: Canada Employment and Immigration Commission.

<u>Funding:</u>	1983	\$83.1 million (actual expenditure)
	1984	\$34.8 million (actual expenditure)
	1985	\$45.0 million (expenditure ceiling)

Employment impact:

1983	93,812 participants
1984	56,378 participants
1985	50,200 (projected) participants

Program performance: An evaluation of the Work Sharing program was published in March 1984. It gives a reading of its counter-cyclical nature. With the improving conditions of the economy in 1983, usage of the program (compared to 1982) has dropped off considerably. The participation of the manufacturing sector has dropped to 38.5% (from 72% in 1982). The evaluation study also indicates that the program has gained a high level of support among employers, workers and the general public. The program has been relatively successful in averting up to 88 per cent of the expected layoffs in 1983.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Canadian Industrial Renewal Program (CIRP)

Objectives: To help restructure, and modernize the textile, clothing, footwear and tanning (TCFT) industries, help diversify the economic base of communities heavily dependent on these industries and most likely to be affected by the gradual liberalization of world trade in these commodities, and to help workers affected by these changes find new employment.

Main provisions: Programs include a Sector Firm element to assist in the restructuring and modernization of viable firms and a Business Industrial Development (BID) Program to accelerate the renewal of the economic base of communities that are heavily dependent on TCFT activity. The BID component is designed to help consolidate and expand viable firms, promote the establishment of new business undertakings, and attract new business to Special Areas designated for assistance. These industrial assistance programs are administered by a Canadian Industrial Renewal Board (CIRB) comprising 12 private sector members and 5 government representatives.

The federal government's sector policies for the industries also includes a major labour adjustment component. An early retirement benefit package is available through Labour Canada and, in close co-operation with CIRB activities, the CEIC offers normal CEIC adjustment measures and special adjustment measures for affected TCFT workers.

In addition to normal CEIC training, mobility and job placement services, in 1983, displaced TCFT workers have access to enriched training and mobility assistance and wage subsidies.

Implemented by: The Canadian Industrial Renewal Board and the Canada Employment and Immigration Commission.

Funding: \$359 million during 1981-1986.

Labour Adjustment Component: 1983-84 \$12.7 million

(costs diverted from existing programs)
1984-85 \$13.6 million (allocation)

Employment impact: It is estimated that 9,500 workers will benefit from the labour adjustment measures over the five year duration of the program.

Program performance: An evaluation study is planned towards the finalization of the present initiative (1986).

Source of information: Canada Employment and Immigration Commission and Canadian Industrial Renewal Board

Date of revision: August, 1984

Canada Employment Centres (Employment Services)

Objective: To contribute to smoother functioning of local labour markets, and the overall Canadian labour market by providing an employment service to help Canadian employers find workers and Canadian workers find jobs.

Main provisions: The network of Canada Employment Centres (CECs) offers both employers and workers a wide variety of programs and services. Services provided include:

- assistance to employers in recruitment of workers, work force planning, labour market information and employment incentive programs;
- information on available jobs;
- counselling workers on employment and related matters, including how to look for their own job;
- counselling and other services for the disadvantaged and special needs groups, e.g., natives and youth;
- specialized services to students;
- specialized services to post-secondary, vocational and technological institutions of learning;
- aptitude testing;
- referral to diagnostic services;
- referral to training;
- referral to and placement in jobs;
- intensive efforts to help Unemployment Insurance claimants find employment;
- mobility and relocation assistance;
- the industrial training program
- itinerant service to outlying communities;
- administration of the Outreach program;
- support of community efforts to meet local labour market needs.

The typical Canada Employment Centre has a Job Information Centre (JIC) which is a self-service for job-ready clients. Workers who require more assistance are interviewed by counsellors capable of identifying individual needs and applying some of the specific programs or combinations of services listed above.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$217.74 million (actual expenditures)
 1984-85 \$214.56 million (budgetary allocation)

	<u>1983-84</u>	<u>1984-85 (Projected)</u>
<u>Employment impact:</u>		
Registered for work (millions)	4.0	3.6
Personal visits to employers	242,396	248,000
Regular vacancies filled	603,316	610,000
Casual vacancies filled	101,878	99,000

Program performance*: The CEC employment service helps reduce job-search time, thereby improving the functioning of the labour market. Job-seekers who find jobs through CECs do so three to four weeks sooner than those who find jobs on their own. CECs generally assist job-seekers promptly. While six out of every ten CEC-registered job-seekers do not receive any referral, those receiving referrals do so quickly, e.g., 45 per cent on the same day they register and another 21 per cent within the following three weeks. On average, two in every ten job-seekers registered are placed by CECs, most of them within a short time, e.g., 39 per cent within a week and another 22 per cent within the following three weeks. Those placed by CECs tend to be more satisfied with their new jobs than those who found their jobs on their own.

Service to employers by CECs is also effective, e.g., about 86 per cent of their orders receive at least one referral, almost half of them on the day they are received. Four out of five registered vacancies are ultimately filled by CECs. Most of the employers of those placed by CECs (85%) expressed satisfaction with their choice.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

* Comments pertain exclusively to the placement-related services provided by the CECs.

Employment Counselling Services

Objective: To help the client become effective in his/her efforts at integration into and adjustment to the labour market by:

- establishing with the client an occupational goal which is realistic, well-considered and achievable;
- identifying and implementing with the client the solutions and corrective action needed to overcome the obstacles preventing his/her integration into the labour market; and
- teaching the client to become independent in his/her efforts to find work in the face of present realities and changing labour market conditions.

Main provisions: This is a comprehensive employment counselling service. The support material used extensively by Commission staff deals with aptitude and interest tests (General Aptitude Test Battery, Canadian Occupational Interest Inventory), documentation on occupations (Canadian Classification and Dictionary of Occupations, Careers Canada, Careers Provinces, Occupational Analyses, Mobility Canada, College and University Programs), occupational exploration and/or occupational choice tools, including publications dedicated specifically to the youth job search. A competency-based training program in employment counselling is being implemented to assist employment counsellors to respond effectively to the complexities of the 1980's labour market.

CHOICES, a computerized aid for employment counselling, is a career information system designed to assist people to explore their career options and make occupational decisions through direct conversation with a computer. The system now stores information, including salaries, hours of work, interest, aptitudes, education and training requirements for entry and future outlook, for 886 primary occupations. A second file has also been developed to contain information on programmes of study, costs and entry standards at Canadian post-secondary educational and training institutions. These two parts are being linked together to make cross reference possible between occupations and institutions and vice versa. CHOICES is now in use in 48 Canada Employment Centres and has been made available to provincial governments and other users. Conversion of the mainframe version of CHOICES to micro-computers is now being planned and once development of this version is completed, CHOICES will be implemented in 85 Canada Employment Centres.

A system is being developed to measure and evaluate the results of individual assistance services offered to the clientele of the Commission's Employment Centres. For example, it will be possible to determine what kind of individual assistance, given to certain types of clients, produces which observable results.

Implemented by: Canada Employment and Immigration Commission.

Funding: An annual budget of approximately \$3 million has been allocated to develop policies, methods and materials for employment counselling. The services themselves are funded from the ongoing administrative budget of the CEIC.

Employment impact: The services are expected to benefit a wide cross-section of people, particularly those just leaving high school.

Program performance: National implementation of an information system on individual assistance services is planned during 1986-87. This will include an evaluation of employment counselling and the study of the counselling process itself. It will then be possible to measure and evaluate a wide range of factors such as interviewing techniques, approaches, counselling tools and client-counsellor relationships, including young people and/or any other group served by the counsellor. Components of the evaluation system are now being tested in selected regions.

An 1981 evaluation of CHOICES showed that it was particularly useful for the younger clientele and that it adds to the stock of information about jobs. The long-term impact of such information in terms of career planning, however, could not be measured because of the relatively short period covered by the evaluation study.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

National Job Bank

Objective: To provide maximum exposure of employers' difficult-to-fill job vacancies in order to relieve labour supply/demand imbalances which may result in pockets of unemployment in some areas of the country, while skill shortages result in lost productivity in others.

Main provisions: The system permits all Canada Employment Centres to have immediate access on behalf of worker clients, to a computerized inventory of up-to-the-minute information on employer orders which cannot be filled locally.

Implemented by: Canada Employment and Immigration Commission.

Funding: National Job Bank expenditure forms part of the ongoing administrative budget.

Employment impact: Since implementation of the system in March 1980, over 82,000 job orders have been entered. At any one time, there are approximately 2,500 active orders in the system (representing approximately 3,000 vacancies). Between 500 and 200 transactions with CECs are conducted daily, resulting in some 250 placements per month.

Program performance: An evaluation study was completed in March 1982. The results indicated that the National Job Bank helps to improve the speed of clearance and referrals to vacancies which are difficult to fill locally. The Bank also effectively widens the geographic exposure of hard-to-fill vacancies which tended to be filled with workers from outside the area prior to the operation of the National Job Bank.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Services to Employer Clients

Objective: To assist employer clients to adjust to labour market conditions by:

- providing an effective and efficient method or referring suitable workers to available jobs;
- assisting the employer to plan his/her human resource utilization;
- providing labour market information and other materials which would assist in the more effective operation of business/industry.

Main provisions: Recognizing the limit of its resources to address all of the imbalances of the labour market, CEIC has decided to focus its attention on those employers who would benefit most from assistance in the management of their human resources. In order to more effectively serve employer clients, a major training program for CEIC staff will commence in 1985/86. This training program will assist CEIC staff to identify and serve the needs of employers.

In addition, various internal measures such as performance measurement and standards of service are being revised to reflect the increased emphasis on the employer client within the CEIC structure.

In cooperation with employer organizations and other government agencies interested in the promotion of employment, CEIC is producing materials which will allow the employer to perform various management functions more effectively. For example, the Federal Business Development Bank and CEIC have recently cooperated to present seminars to employer clients in the area of Human Resource Planning and Selection of Employees.

To serve both the needs of the CEIC and of the employer client; a major new initiative in the collection of data on employer characteristics is also being undertaken. The data thus collected will allow CEIC at all levels to make informed decisions and will also be amenable to distribution to employer clients to allow the latter to make their own planning decisions.

Implemented by: Canada Employment and Immigration Commission.

Funding: An annual budget of approximately \$500,000 has been allocated to develop policies, methods and materials for employer services. The services themselves are funded from the ongoing administrative budget of the CEIC.

Employment impact: It has been estimated that 70% of all business costs are human resources related. Therefore, the implementation of these procedures and policies is expected to contribute to the quicker and more effective adjustment of business to labour market conditions.

Program performance: This is a relatively new initiative as the responsibility centre was created only within the last fiscal year. However, the initiatives presently in progress will be assessed by formal evaluation schemes which are part of the program plan.

Source of information: Canada Employment and Immigration Commission

Date of preparation: August 1984

Canada Employment Centres for Students (CEC-S)

Objective: To facilitate the placement of secondary and post-secondary students in the private and public sectors and to assist employers in obtaining the services of students as temporary summer help.

Main provisions: Over 450 Centres are operated by post-secondary students and recent graduates in communities across Canada during the summer (generally from the 1st of April to the 31st of August). Some Centres are situated in a storefront location independent of the main Canada Employment Centre office. The operation of these Centres includes planning and promoting student hiring campaigns, soliciting summer job orders from employers and referring suitable students to fill job vacancies. These Centres also provide information on temporary non-career-oriented employment in government service and other activities such as student exchanges and cultural endeavours.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$13.4 million (actual expenditure)
 1984-85 \$13.6 million (allocation)

Employment impact: 1983-84 329,000 placements
 1984-85 333,000 placements

Program performance: The 1981 evaluation of CECs for Students concluded that the effectiveness and efficiency of this program had improved compared with previous years. The program served to reduce the level of student summer unemployment and full-time summer jobs increased in relative importance compared with previous years.

Source of information: Canada Employment and Immigration Commission

Date of preparation: August, 1984

Canada Employment Centres On-Campus (CECs-OC)

Objective: To provide employment-related assistance to post-secondary students and graduates.

Main provisions: The Centres, located on over 100 university and community college campuses, provide counselling and job placement assistance to the post-secondary student or recent graduate. Services include information concerning permanent employment opportunities, the labour market in general and seasonal employment. Of the 109 campuses, 68 are colleges and CEGEPS, and the remainder (41) are universities.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$5.4 million
 1984-85 \$6.0 million (estimated)

Employment impact: 1983-84 46,581 placements
 1984-85 48,000 placements (projected)

Program performance: The program is particularly helpful in bringing together young professionals with employers requiring specialized skills. A program evaluation study has commenced for completion in 1985/86.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Canada Mobility Program (CMP)

Objective: To encourage the geographical mobility of workers who must relocate to obtain suitable employment and to provide higher productivity and effective regional use of the labour force by redeploying labour surplus and under-employed workers to areas with more employment opportunities.

Main provisions: The program provides financial assistance to the unemployed, under-employed and workers anticipating unemployment who must relocate to find employment but who cannot do so unless financial assistance is provided. The program provides assistance as follows:

- Exploratory Assistance allows workers to investigate specific job opportunities in other localities;
- Relocation Assistance to assist workers and their dependents to relocate in an area where suitable employment has been obtained;
- Special Travel Assistance enabling workers to travel to obtain employment services not available locally;
- Travel Assistance to Temporary Employment to encourage workers to accept temporary jobs away from their home areas;
- Travel Assistance for Seasonal Agricultural Work provides a financial incentive to encourage workers to accept a temporary job in agriculture.

A higher level of assistance is now available to those workers who are moving from MILAP (Modified Industry and Labour Adjustment Program see page 25) designated labour surplus area. The administrative structure of the program has been simplified by replacing the payment for specific costs with a system which pays the worker a lump sum allowance based on the distance the worker is to travel and in the case of relocation assistance, the number of dependents and the salary of his/her new employment.

Implemented by: Canada Employment and Immigration Commission.

<u>Funding:</u>	1983-84	\$ 9.9 million (actual expenditure)
	1984-85	\$13.2 million (allocation)

<u>Employment impact:</u>	1983-84	40,154 participants
	1984-85	43,000 participants (projected)

Program performance: The program is linked to the National Job Bank, a computerized inventory of hard-to-fill jobs. The Mobility Program is currently undergoing a comprehensive evaluation.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Industrial Adjustment Program

Objective: To encourage labour and management in individual companies or industrial sectors to work closely together in joint labour-management consultative committees to identify and seek solutions to actual or impending problems relating to such areas as technological change, turnover, working conditions, absenteeism and work force expansion or contraction.

Main provisions: The Canadian Government has increasingly emphasized the importance of good relations between labour and management. The Industrial Adjustment Service is one expression of this emphasis. Financial help (normally 50 per cent) of approved incurred costs is provided to labour - management committees within plants or industries which undertake to identify and attack problems of labour utilization, redundancy or shortage. Where appropriate, use is made of other government programs in these adjustment processes. The Industrial Adjustment Service can also be applied to situations of technological change and productivity improvement.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$6,464,000 (actual expenditure - plus \$262,000 for ILAP)
 1984-85 \$7,850,000 (allocation - plus \$3,592,000 for MILAP/ILAP)

Employment impact: 1982-83 427 assessment and mobility agreements (actual)
 1983-84 558 assessment and mobility agreements (actual)
 1984-85 454 assessment and mobility agreements (projected)

Program performance: This program, initiated in 1964, has proved to be an effective tool in the prevention or amelioration of employment problems. An evaluation study is scheduled for completion in 1984-85. Preliminary fundings are very positive with the rationale for the program retaining its relevance and with no identified need to alter the present format of the program.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Canada Agricultural Employment Program

Objectives: To achieve the fullest use of Canadian labour resources in the agricultural industry, assist in the development and stabilization of an agricultural labour market and encourage improvements in wages, working and living conditions, and other benefits for the farm workers.

The major components of the Canada Agricultural Employment Program are:

- Federal-Provincial Agricultural Employment Development Agreements;
- Canada Farm Labour Pools; and
- Caribbean and Mexican Seasonal Agricultural Workers Programs.

Each is described separately on the pages which follow.

Program performance: Evaluation studies are scheduled for 1986-87.

Federal-Provincial Agricultural Employment Development Agreements
(A component of Canada Agricultural Employment Program)

Objectives: To provide a mechanism for federal-provincial consultations on policies and programs relating to the development and utilization of Canadian agricultural workers for the primary agricultural sector and to provide a vehicle through which Canada and the provinces can jointly share the costs of agricultural employment programs.

Main provisions: Until 1975, the federal government negotiated and signed an Agricultural Employment Development Agreement annually with each provincial government. From 1975 to 1982 these Agreements were negotiated bilaterally with provincial governments for up to three year periods and since 1982 for periods of up to five years. The Agreements provide for the cost-sharing of assistance paid to employers for the construction or renovation of housing for seasonal agricultural workers, promotional materials and advertising, research projects, administrative services and day-haul transportation for seasonal workers in Quebec. The federal government has matched the financial contributions made by provincial governments for the programs and services covered by the Agreements. The Agreements also provide for the convening of a national federal-provincial conference by the Commission.

Implemented by: Provincial governments and the Canada Employment and Immigration Commission.

<u>Funding:</u>	1983-84	1,092,000 (actual expenditures)
	1984-85	1,012,000 (allocation)

Employment impact: Not available.

Program performance: Agreements are currently in effect with all provincial governments except Alberta and Newfoundland. The agreements with British Columbia, Saskatchewan, Manitoba, Ontario, New Brunswick and Nova Scotia cover a five-year period, ending March 1986. The current three-year agreement with Quebec ends March, 1985.

The Agreements have, over the years, produced concrete achievements in terms of mutual consultation, good will and understanding, and in the delivery of needed employment development programs. The terms of most Agreements have been expanded to include cost-sharing provisions directed to the interprovincial movement and employment of Canadian youth in agriculture is in accordance with the recommendations made in the 1980 program review.

The next National Agricultural Employment Development Conference is expected to be held during the spring of 1985.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Canada Farm Labour Pools
(A component of Canada Agricultural Employment Program)

Objectives: To better organize the agricultural labour market; to provide greater stability in the supply of seasonal, relief and permanent farm workers; and to encourage improvements in wages, working and living conditions, and other benefits for farm workers.

Main provisions: The program was introduced in 1974. There are now 65 Canada Farm Labour Pools, (CFLPs), operating on a year-round basis with about 42 branch and seasonal offices, providing services across Canada. Each CFLP manager operates independently under a contractual arrangement with CEIC. In addition to recruitment and placement, CFLPs arrange for the transportation, accommodation and orientation of farm workers as required. CFLP Managers also work closely with local CECs to ensure that CEIC training and other programs are made available to both worker and employer clients. Each CFLP is assisted by a local agricultural employment advisory board which makes recommendations regarding minimum wage levels, employment conditions, and human resource requirements. The boards also make recommendations with respect to the selection of the CFLP managers and actual location of the CFLP offices.

Implemented by: CFLP Managers, who receive functional guidance from the CEIC.

Funding: 1983-84 5,231,000 (actual expenditure)
 1984-85 5,994,000 (allocation)

Employment impact: 1983-84

Worker Registrations	91,936
Vacancies Notified	230,472
Referrals	245,109
Vacancies Filled	215,406
Worker Orientation	389
Worker Maintenance	205

Program performance: Periodic evaluations and reviews have indicated the program continues to have wide support from the agricultural sector. The next review is expected to take place in 1985-86.

Commonwealth Caribbean and Mexican Seasonal Agricultural Workers Program
(A component of Agricultural Employment Program)

Objectives: The policy of the Canadian government requires that all employment opportunities in Canada be made available to qualified Canadians and legal permanent residents before foreign workers are admitted. If shortages of seasonal agricultural labour develop within Canada, foreign workers may be obtained on a temporary basis through the formal arrangements in effect with Mexico and certain Caribbean countries.

Main provisions: To work in Canada, foreign seasonal workers must have an employment authorization issued by Canadian Immigration representatives in their own countries. The operational criteria of the Mexican and Caribbean Programs and the terms and conditions of the employer-worker agreements are reviewed annually and modified, as necessary, by the CEIC after consultation with representatives of employers, participating foreign governments, provincial governments and other federal departments and agencies. The intent, objectives and general principles for the operation of an annual movement of seasonal agricultural workers are contained in a five-year Memorandum of Understanding signed with each of the participating Caribbean countries and Mexico.

Starting dates of programs and supply countries for the Caribbean Program are as follows: Jamaica (1966), Barbados, Trindiad-Tobago (1967), Eastern Caribbean Islands, including Antigua, Dominica, Granada, Monserrat, St. Kitts-Nevis, St. Lucia, St. Vincent (1976), and Anguilla (1982).

The Mexican Program was implemented in 1974.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 178,000* (actual expenditure)
 1984-85 20,000 (allocation)

Program performance: The current five-year Memoranda of Understanding cover the period ending March, 1987. Negotiations for the next five year period are expected to take place in 1986-87.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

- * Contributions to Caribbean countries amounted to \$18,000; additional costs estimated at \$160,000 were incurred by CEIC (Ontario Region) in providing staff support and services to the Caribbean government liaison officers stationed in Canada.

Women's Employment Counselling Centres (WECC)

Objectives: To help women entering/re-entering the labour market or considering a career change, choose the type of work for which they are best suited.

Main provision: Pilot centres have been established to provide women with information, group and individual counselling, access to regular programs and services available through the CECs. Four of the centres also make available to clients social counselling on employment related subjects, thanks to arrangements with local university counselling students.

Implemented by: Canada Employment and Immigration Commission.

Funding: The pilot WECC's currently operate within the budget allocated to associated Canada Employment Centres (Employment Services).

Employment impact: Not available.

Program performance: Program began in the summer of 1981. An evaluation of the pilot experience is expected to be completed in 1984-85.

Source of information: Canada Employment and Immigration Commission

Date of preparation: August, 1984

Outreach Program

Objective: The objective of the Outreach Program is to improve, with the help of community-based agencies, the employability and employment of individuals who experience special difficulties competing in the labour market and who are not able to benefit effectively from the services offered by their local Canada Employment Centre (CEC).

Main provisions: The Commission contributes financially to community organizations (as sponsors of Outreach projects) for the provision of employment-related services to designated target groups, according to conditions set out in a contract. The local, non-profit association or group sponsoring a project is responsible for its management and is the employer of project personnel.

The employment-related activities carried out by Outreach projects must be in line with Commission mandates, priorities and strategies and be provided to members of the following target groups: Women, Youth, Native people, physically and mentally disabled persons, inmates and ex-inmates, long-term unemployed, residents of isolated communities, persons experiencing difficulty in entering or re-entering the labour force.

Implemented by: Canada Employment and Immigration Commission.

<u>Funding:</u>	1983-84	\$18,571,686 (actual expenditure)
	1984-85	\$21,172,000 (allocation)

Employment impact: 1983-84 284 projects; 192,967 participants; 68,422 placements
1984-85 281 projects; 200,000 participants; 69,000 placements
(projected)

Program performance: Since the inception of the program, over 425,000 job placements have been made through program activity.

Source of information: Canada Employment and Immigration Commission

Date of revision: January, 1985

Specialized Youth Units

Objective: To help younger hard to employ youth clients to develop realistic occupational/employment goals and plans to achieve these goals which will facilitate their eventual successful integration into the labour force.

Main provisions: Eleven Specialized Youth Units have been established and located strategically across Canada to provide intensive service to those youth who require special assistance in entering the labour force. The units are located in areas of high concentration of unemployed youth which have a sufficiently diversified economic base to afford unique opportunities for employment.

Under this program, participants must:

- be full-time members of the Labour Force and no longer in the educational system;
- be unemployed for the past six months or more or have a history of intermittent short-term employment;
- be between the ages of 15 and 19 inclusive;
- have a Grade 10 education or less;
- be assessed by the counsellor as lacking confidence and/or motivation and not having any realistic occupational/employment goals.

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$1.4 million
 1984-85 \$1.5 million (estimated)

Employment impact: 1983-84 3,900 participants
 1984-85 4,500 participants

Program performance: An evaluation is underway and is expected to be completed in 1985-86.

Source of information: Canada Employment and Immigration Commission

Date of preparation: August, 1984

Native Employment Program (NEP)

Objectives: To achieve the full realization of the productive potential of Canada's Native population while supporting the initiatives of Native individuals and communities to pursue their economic needs and, more generally their self-fulfillment through work.

The measures include:

- increasing the number of Native employment counsellors;
- providing post-placement counselling services;
- ensuring that the proportion of job creation and training budgets for Native people reflect the high unemployment rate of Native people;
- tapping, for the benefit of Native workers, the employment-generating capabilities of large new industrial complexes; and
- providing contributions to Native communities to help them review the labour market in their area.

Implemented by: Canada Employment and Immigration Commission.

Funding: These services are funded within the on-going administrative budget of the CEIC.

Employment impact: The Native Employment Program serves an estimated Native population of 491,460 according to the most recent census. This population is subdivided, for constitutional and historical purposes, into three major groups: the status Indians numbering 72,7000, the Métis and non-status Indians numbering 173,870 and the Inuit numbering 25,390.

Program performance: The amount of funds from regular CEIC programs estimated to be spent for the benefit of Native people rose from \$49.8 million in 1976/77 to approximately \$174.3 million for 1983-84.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

Affirmative Action Program

Objectives: To promote the adoption of affirmative action plans by employers in the private sector, in Crown corporations, and in provincial and municipal governments in order to achieve employment equity.

The Program operates on the basis of two mandates - the Affirmative Action Strategy and the Federal Contracts Program. The aim of the Affirmative Action Strategy is to persuade employers, unions and professional associations to change those employment policies and practices that effectively bar the entry and advancement of women, Native people and persons with physical disabilities. Women, Native people and physically disabled persons are the target groups designated under the Strategy. This mandate permits the designation of a fourth target group as and when regional circumstances dictate. Blacks have been named a target group for Nova Scotia. The aim of the Federal Contracts Program is to promote equal opportunities for women in the workforces of federal contractors and federal Crown agencies.

Operational definitions: Affirmative Action is a comprehensive planning process adopted by an employer to identify and remove systemic discrimination from employment procedures and policies; to remedy the effects of past discrimination; and to ensure the appropriate representation of women, native people and persons with physical disabilities throughout the workforce to achieve employment equity.

Systemic discrimination occurs when employment systems operate to exclude women and other target groups for reasons that cannot be defended as either necessary for business or as indispensable for doing the job.

Main provisions: (1) Promoting the concepts and the methods of affirmative action to employers, unions, target group organizations, and the general public. (2) Maintaining a consulting service to provide employers with technical advice, training and assistance in the design and implementation of affirmative action planning. (3) Ensuring that employers engaged in resource extraction under provisions of the Canada Oil and Gas Act adopt affirmative action measures (Special Affirmative Measures) for the training and hiring of target group workers.

Authority: Unemployment Insurance Act, Section 139(2)(b); Canada Oil and Gas Act, Section 10(4).

Implemented by: Canada Employment and Immigration Commission.

Funding: 1983-84 \$39,254 (actual expenditures)
 1984-85 \$48,662 (allocation)

Employment impact: Women, Native people, and physically disabled persons are intended to benefit from affirmative action planning which fosters their entry and advancement in employment. As of December 1984, 80 employers had signed affirmative action agreements, covering some 115,000 employees.

Program performance: Not available.

Source of information: Canada Employment and Immigration Commission

Date of preparation: December, 1984

Measures to Safeguard the Rights of Women
in the Labour Market

Objective: To eliminate and/or prevent discrimination against women in the labour market.

Main provisions: The Fair Wages and Hours of Labour Act, 1971 and Public Services Employment Act, 1971 were designed to remove sex discrimination in government or in work contracted by government. The Canada Labour Code as amended in 1977 and the Canadian Charter of Rights and Freedoms, 1981 also contain anti-discrimination provisions. The Canadian Human Rights Act, 1978 includes, as prohibited grounds of discrimination, sex and marital status. It also forbids differences in wages between male and female employees employed in the same establishment who are performing work of the same value.

The Unemployment Insurance Act, 1971 as amended in 1977 prohibits discrimination when referring workers to jobs on the basis of sex or marital status by the Canada Employment and Immigration Commission (which provides the national employment service).

Both the Canadian Human Rights Act and the revised Unemployment Insurance Act include provisions which authorize the national employment service to give effect to:

- any limitation, specification or preference based on a bona fide occupational requirement; or
- any special program, plan or arrangement designed to prevent disadvantages that are likely to be suffered by, or to eliminate or reduce disadvantages that are suffered by, any group of individuals when those disadvantages would be or are based on or related to the race, national or ethnic origin, colour, religion, age, sex, marital status or physical handicap of members of that group, by improving opportunities respecting employment in relation to such group.

Implemented by: The Fair Wages Act and Hours of Labour Act and the Canada Labour Code are administered by Labour Canada. The Public Service Commission is responsible for the Public Service Employment Act and the Canada Employment and Immigration Commission for the Unemployment Insurance Act. The Canadian Human Rights Commission is responsible for administering the Canadian Human Rights Act.

Funding: Administration of these Acts is carried out within the ongoing administrative budgets of the appropriate government agencies listed above.

Employment impact: The group which has benefitted includes all women working in federally-regulated employment (e.g., banks). Specific data on the number of men and women falling under the Canada Labour Code is no longer collected. Women who are employees of the federal public service and therefore benefit from the Public Service Employment Act number about 91,262 or 40.7 per cent of total in September 1984.

Program performance: Not available.

Source of information: Canada Employment and Immigration Commission

Date of revision: November, 1984

National Occupational Classification/JOBSCAN

Objective: To develop a new national occupational classification to serve as an improved basis for census occupational coding, occupational demand and supply projections, and other operational and statistical purposes and to develop JOBSCAN, a comprehensive data base of occupational skills and variables for application in the employment service, human resource planning, training, labour market analysis and immigration.

Main provisions: A program of occupational research and job analysis will be conducted to generate data required for the national occupational classification and JOBSCAN. The program of occupational research undertaken for data base development will be complemented by studies of inter-occupational mobility. These will be used to develop a new national system of occupational classification more closely dedicated to the requirements of labour market analysis and projection. The National Occupational Classification and JOBSCAN will be the ultimate replacements for the Canadian Classification and Dictionary of Occupations.

Implemented by: Canada Employment and Immigration Commission.

Expenditure and/or budget: Expenditures are estimated at \$1,000,000 in the fiscal year 1984-85.

Numbers served: When the developmental work is completed large numbers of the general public will benefit. These will include: job seekers, employers, insurance claimants, prospective immigrants, occupational trainees, and young people seeking career and employment counselling. The precise number of persons is difficult to estimate but will be in the millions per annum.

Program performance: Not available.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

Canadian Occupational Projection System (COPS)

Objective: To provide information on projected occupational requirements and supply, and potential imbalances in Canada and the provinces, for use in the development of effective human resources adjustment policies.

Main provisions: The COPS system is still under development, but preliminary projections of national-level occupational requirements, and of school-leavers entering the labour force at a national and provincial level, have been produced. These projections are currently being reviewed with private sector associations and unions, as well as with selected training agents. A publication of occupational projections is anticipated for early 1985.

When fully operational, the system will provide 5-10 year projections of occupational requirements and supply for some 250 occupations, by province. These will enable the identification of occupational troublespots in which program action may be necessary.

These projections will be enhanced by a program of industry sector studies, an integral part of the COPS process. These studies will explore, in-depth, sectors selected on the basis of anticipated growth, technological change, or other criteria, and the implications of these factors for the sectors' occupational requirements and supply.

The COPS system will also constitute an analytical framework which can be used to identify the need for individual studies and analysis relating to labour demand, supply and adjustment, and within which such studies can be conducted.

Implemented by: Department of Employment and Immigration, with support and participation from provincial governments and the private sector.

Funding: CEIC Headquarters budget, including salaries for the fiscal year 1984-85, is expected to be about \$2.5 million. Regional expenditures are not yet stabilized, but are expected to be about \$600,000, including salaries of regional analysts, in 1984-85.

Program performance: Preliminary projections of occupational requirements at the national level have been produced, with provincial-level projections being produced in August 1984. Selected projections of supply data, particularly of school-leavers, have also been produced at the national and provincial levels. These projections were introduced to a private sector audience at a series of regional Human Resource Workshops in the spring of 1984.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

Unemployment Insurance (UI)

Objective: To provide adequate temporary income to qualified workers during periods of unemployment or while engaged in developmental activities to maintain or improve employability.

Main provisions: The Unemployment Insurance Program provides benefits, subject to certain conditions, to the unemployed who have lost employment income due to layoff, illness, pregnancy or adoption. Insured persons attaining age 65 also receive a retirement supplement payable in a lump sum. There is also a special program for self-employed fishermen. Coverage under the program is extended to virtually all employees working under a contract of service.

To qualify for benefits, a minimum of 10 to 14 weeks of insurable employment are required, depending on a regional rate of unemployment. This minimum can be up to 20 weeks, dependent upon the number of weeks of benefit drawn during the qualifying period. This repeater rule does not apply if the regional rate of unemployment is greater than 11½%. A new entrant or re-entrant needs 20 weeks of insurable employment during the qualifying period to be eligible for benefits. To be entitled to illness, maternity, adoption or retirement benefits, a person must have worked at insurable employment for 20 weeks during the qualifying period.

The qualifying period is the 52 weeks immediately preceding the effective date of the benefit period or the period elapsed since the commencement of the previous benefit period, whichever period is shorter. This period may be extended if specific conditions existed during the qualifying period.

In general, claimants face a two-week waiting period before benefit is paid. Furthermore, individuals who quit work voluntarily without just cause, or who lose their employment by reason of misconduct, are subject to a disqualification of up to 6 weeks of benefit.

A three-phase benefit structure was introduced in 1977. The first of the three phases allows one benefit week for each week of insurable employment in the qualifying period up to 25 weeks. The second, the "labour force extended" phase, provides one week of benefit entitlement for every two weeks of insurable employment in the qualifying period in excess of 25, subject to a maximum of 13 benefit weeks. The third or "regional extended" phase permits up to 32 weeks of benefit depending upon the regional unemployment rate. Maximum benefit entitlement under the three phases is 50 weeks of benefit within a 52 week period. Under certain conditions this benefit period can be extended up to 104 weeks.

Weekly UI benefits are equal to 60 per cent of a person's average of the last 20 weeks of insurable earnings, or if less than 20 weeks, the number of insurable weeks in the qualifying period. Maximum insurable earnings are escalated and in 1984 stand at \$425 per week, giving a maximum weekly benefit of \$255.

Implemented by: The Canada Employment and Immigration Commission.

Funding*: 1983 \$10.169 billion in UI benefits paid
1984 \$ 5.493 billion in UI benefits paid
(January to June)

Employment impact: 1983 3.4 million claimants (2.1 males and 1.3 females)
1984 1.8 million claimants (January to June)
(1.1 males and .7 females)
1983 1.2 million beneficiaries (monthly average from January to December) (N/A)
1984 1.3 million beneficiaries (monthly average during January to May) (.8 males and .5 females)

The costs of the UI program are shared by insured employees and their employers and the federal government. UI benefits are subject to income tax; UI premiums are tax deductible.

Program performance: Following a constitutional amendment giving the federal government authority in this area, Unemployment Insurance was established in Canada in 1940. Since then a number of program changes have occurred, with extensive amendments in 1971, which provided more adequate income maintenance to the unemployed. Experience during subsequent years pointed inescapably to elements within the program which have been undesirable effects on the operation of the Canadian labour market. These effects have been identified and documented not only in the UIC's "Comprehensive Review" but also in a wide variety of studies carried out by other organizations and individuals.

Partly to achieve a better balance between the provision of income maintenance and the promotion of incentives to work, legislative changes (Bill C-69) were enacted in 1976 and amendments (Bill C-27) in 1977 which introduced measures including the developmental use of UI funds in Training, Job Creation and Work Sharing. Bill C-14, proclaimed in 1979, goes further towards this end by tightening the qualifying conditions to benefits, by reducing the rate of benefits and by requiring higher income claimants to reimburse part of the benefits received. These legislative changes have been complemented with new administrative control programs to reduce misuse of the program. Bill C-156, proclaimed in June 1983, extended the variable entrance requirement of 10 to 14 weeks until June 1985, made important changes in maternity benefits including their extension to adoptive parents and reinforced the legal authority for the special program for fishermens and the treatment of teachers under the program.

Source of information: Canada Employment and Immigration Commission

Date of revision: August, 1984

* The Unemployment Insurance Program operates on a calendar year basis.

Publications





